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Racial imbalance in the Sausalito School District has legal, social, ethical, and educational implications. The school population comes from three major communities within the district. The schools must cope with the discontinuity of a pupil enrollment pattern caused by the constant turnover of personnel at the military installations in the area. The situation in Marine City is different; the students are generally nonwhite and at the lower end of the socioeconomic scale. The Sausalito community consists mainly of professional people, members of leisure groups, artist groups, or business executives. Moreover, while the percentage of students from Marine City is increasing, that from Sausalito is decreasing and, from all appearance, will continue to do so. Consequently, it is felt that an ideal ethnic balance in each school is not feasible. The situation was not created or helped along by any conscious or deliberate acts. Resolution of the problems will require facilities and resources from outside the local district. A deterioration in school-community communications has developed over a long period of time, contributing to the alienation of the schools from substantial segments of the communities within the district.

It is recommended that a citizens' advisory committee be appointed to make a thorough study of the educational needs of the district and that an interschool faculty committee make a study of current school testing, pupil class assignments, and curriculum practices.

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REPORT

TO

THE BOARD OF TRUSTEES

SAUSALITO SCHOOL DISTRICT

ON

ETHNIC PROBLEMS

IN THE

SAUSALITO SCHOOL DISTRICT

By

Consultant Staff

COMMISSION ON EQUAL OPPORTUNITIES IN EDUCATION

CALIFORNIA STATE DEPARTMENT OF EDUCATION

File

Office of Education-EEOP

Research and Materials Branch

Bennett O. Stalvey

TABLE OF CONTENTS

PAGE

Letter of Transmittal 1

Commission on Equal Opportunities in Education 2

Introduction..... 3-5

Scope of the Problem 6-10

Conclusions 11-12

Recommendations 13-14

Appendix

A. Legal Provisions 15-17

B. Letter from Marcus Davis, District Superintendent, Sausalito School District 18

C. Resolution of the Board of Trustees of the Sausalito School District 19

D. Letter from Douglas J. Maloney, Assistant County Counsel, Marin County 20-21

Office of Education-EEOP

Research and Materials Branch

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Associate Superintendent; Chief,
Division of Higher Education

July 29, 1964

Board of Trustees
Sausalito School District

Gentlemen:

In accordance with your Resolution No. 66 dated September 30, 1963, which requested the advice and assistance of our Commission in resolving problems within the Sausalito School District regarding the ethnic distribution of pupils and school attendance areas, we are pleased to submit herewith our report and recommendations.

Sincerely,

Wilson C. Riles

Wilson C. Riles
Executive Secretary

WCR:gw

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Wilson C. Riles
Executive Secretary

INTRODUCTION

The Commission on Equal Opportunities in Education was established in 1958 pursuant to California Education Code No. 363, which was enacted in 1957. The Commission was established for the purpose of assisting and advising local school districts in the solution of problems relating to racial, religious, and other discrimination in connection with the employment of certificated employees. In 1963, Education Code No. 363 was amended to authorize the Commission to assist and advise school districts in connection with racial imbalance and school attendance areas. (See Appendix A.)

On September 30, 1963, ten days after the amended statute became legally effective, the Board of Trustees of the Sausalito School District unanimously passed Resolution No. 66 and officially requested the services provided under the new legislation. (See Appendix C.)

The Sausalito Board of Trustees had requested legal guidance from the County Counsel of Marin County on the issue of racial imbalance in the schools of the district. Among other things the County Counsel advised the Board to seek the assistance of the Commission on Equal Opportunities in Education. (See Appendix D.)

Two major assertions have been made in connection with the actions of the Board of Trustees of the Sausalito School District. It has been asserted that the Board maintains de facto segregated schools and provides unequal educational opportunity for minority pupils. Some individuals have insisted that racial integration would be more successful in the desegregated Richardson Bay School if inter-racial associations were initiated in the

primary schools of the district. Demands have been made to the Board of Trustees and the school administration to transport some Negro students from the Manzanita School located in Marin City to the Central and Bayside Schools in Sausalito. In turn, some white students would be transported from the Central and Bayside Schools to the Manzanita School.

Opponents to this proposal maintain that the neighborhood school association is essential to establishing an adequate schooling experience. They believe that as the child matures he is more capable of coping with a broader environment. Close proximity of school and home (residency) is emphasized.

The issue of racial imbalance has been raised by the Marin County Chapter of the Congress of Racial Equality acting through its Executive Committee. The "demands" of the CORE Education Committee were made to the Sausalito Board of Trustees in late August 1963 as follows:

"1. a statement from the Board that it agrees in principle with complete integration of the schools in the district.

"2. a plan for racial balance within all schools from kindergarten up.

"3. study the problem of creating racial balance within the classes.

"4. plan for integration to be presented by November 15, 1963.

"5. in the interim, parents of minority groups may request transfers to other schools in the district."

The request from the Sausalito School District for assistance was made before the Commission on Equal Opportunities in Education had been

staffed to meet the responsibilities mandated by the amendment to Education Code Section No. 363, which provided for giving assistance to districts on the problems of racial imbalance and school attendance areas. It was, therefore, difficult to provide immediate assistance. Nevertheless, the Executive Secretary of the Commission began a series of meetings with the Superintendent of Schools and his staff, a member of the Board, and a representative from the County Counsel's office. Meetings were also held with the Education Committee of CORE and other individuals in the Marin City area. In February, a staff consultant was assigned to coordinate the study as his major responsibility.

The following report summarizes our definition of the problem, as well as, our conclusions and recommendations.

Wilson C. Riles
Executive Secretary
Commission on Equal Opportunities
in Education

John C. Connelly
Consultant

SCOPE OF THE PROBLEM

Long-standing tensions and differences have plagued the communities served by the Sausalito School District. Within its geographic boundaries the district provided school services essentially for the town of Sausalito and accommodation services for the small military bases spotted along the southern coast of Marin County. As an outgrowth of wartime activities approximately twenty years ago, a new residential area known as Marin City emerged. The original town-community centered school of Sausalito developed into a school service area which now contains three distinct residential communities--the coastal military bases, the town of Sausalito, and the unincorporated community of Marin City. Each of these communities poses different educational problems for the schools because of different social, occupational, and residential conditions.

The school population from the three communities served by the Sausalito School District in the 1963-64 fiscal year were as follows:

Sausalito - 396
Military Reservations - 175
Marin City - 470

In 1940, the city of Sausalito had a population of 3540. There were 332 children of elementary school age living within the city. Approximately 75 elementary school children attended school in the district but lived outside the city. Thus, in 1940 the total pupil population of the district was 407.

By 1950, the population of the city had increased to 4812. In 1960, it had increased to approximately 5500 and is estimated today at about

6000. The school population from the city numbers 396 students and from outside the city (excluding Marin City) 175, making a total of 571. Of significance is the fact that the school population from outside the city, primarily from the military reservations, has increased from 75 students in 1940 to 175 students in 1964. Within the city, the school population of 332 students in 1940 has increased to only 396. What these figures show, in effect, is that the city of Sausalito is apparently not a community which attracts families with children.

Marin City, which did not exist prior to 1940, developed into a vigorous war-housing project during World War II. By 1950, the population of Marin City was approximately the same as the city of Sausalito. Today, Marin City has become a permanent community of public and low-cost housing. It has also become a predominately Negro community. The population has declined to approximately 1500, including a school population of 470. While Marin City is now only about one-fourth the size of the city of Sausalito, it contributes a greater number of pupils to the district.

The three school units of the district include the Central-Bayside unit serving grades K through 4 utilizing two school sites, the Manzanita unit of Marin City serving grades K through 4 on one site and the Richardson Bay unit serving grades 5 through 8.

The ethnic composition of the school units is as follows:

	Caucasian	Non-Caucasian	Total
Central-Bayside	324	40	364
Manzanita	19	250	269
Richardson Bay	207	201	408
TOTAL	550	491	1041

There is little evidence to support the prospect that the city of Sausalito will entice families with elementary-age children to take up residence in the community. This is to say that there is no reasonable expectation of an increased Caucasian population in the schools eminating from Sausalito. The city appears to be moving in the direction of apartment residency, of relatively high cost, serving other than families with children. Its easy accessibility to downtown San Francisco, its investment in recreational and art interests and the restrictions of the terrain do not give encouragement to extensive family-type residency.

The military reservations -- Fort Cronkhite, Fort Mason and Fort Baker -- do not, at present, indicate a potential source for a markedly increased number of school children. The military area, therefore, cannot be considered as a potential source of Caucasian children to offset the racial imbalance in the schools. The military "tour of duty" peculiar to the military profession in turn poses its own particular demands upon the schools.

Racial imbalance does exist in the Sausalito School District. Moreover, it has legal, social, ethical, and educational implications. The school population coming from three major communities within the district poses three kinds of considerations in the educational offerings provided by the schools. For example, the schools must cope with the discontinuity of a pupil enrollment pattern caused by the constant turnover of personnel at the military installations.

A different kind of situation exists in connection with pupils who are enrolled from Marin City. In a 1951 report* on the Sausalito School District made at the request of the Board of Trustees, it was stated:

> "The people who came to Marin City were by and large those who earned their living in trade and industries and were not professional people or of the leisure groups, artist groups, or business executives found in Sausalito. Many were non-white, many enjoyed less educational opportunities than the permanent citizens of Sausalito, and they were of less wealth."

At the time of the study from which the above quotation was taken, the populations of the two communities were about the same. The challenge to the communities to meet the problems of social change were not met on the comprehensive basis then advocated. They were apparently handled on a piece-meal basis in tentative, expedient accommodation while community change proceeded in a dynamic manner and intensified the differences out of which current problems emerge.

While the total population in Marin City and in the military areas has declined, the percentage of students from those areas in the total district school population has increased. The opposite is true in Sausalito where the total population has increased and the percentage of students from that city in the total district school population has declined. The socio-economic differences of the residents of Marin City and Sausalito have become more pronounced with residents of the former area at the lower end of the socio-economic scale.

---

*Report made on study under the supervision of J. Paul Leonard and presented to the Board of Trustees on June 1, 1951.

A statement issued by CORE underscores one of the problems thusly:

> "The vicious circle begins with the plight of many Marin City parents. Either hampered by inadequate schooling in their childhood or forced into low-paying jobs by society's lingering prejudices, both parents are often required to work to obtain subsistence level incomes; and as a result, most Marin City children get inadequate pre-school preparation. Having their precious intellectual curiosity stunted during their crucial third and fourth years, they arrive at kindergarten and the first grade less able to learn to read."

To view the situation of racial imbalance within the schools as a problem of the schools alone would be to treat symptoms rather than causes. School-community relationships remain as central to the problem of the schools today as they were at the time of the Leonard report over thirteen years ago. These relationships are based upon very real and practical concerns involving the economic and social, as well as, the educational aspects of school programs.

CONCLUSIONS

In view of the foregoing analysis the staff of the Commission on Equal Opportunities in Education has reached the following conclusions:

1. A condition of racial imbalance exists in the Sausalito School District.
2. Because of the high percentage of non-white pupils in the district, it is not possible to achieve an ideal ethnic balance in each school. In other words, if white and non-white pupils were distributed equally in each school unit, acceptable racial balance would not be achieved.
3. The staff found no evidence which would indicate that there has been a deliberate attempt on the part of the Board of Trustees to maintain or promote the segregation of pupils on the basis of race. Nor, has evidence been found which would indicate that inequitable educational opportunities have been conciously promoted.
4. Amelioration of the effects of de facto segregation in the Sausalito School District can only be achieved by concentrated, creative, and sensitive approaches to the educational problems within the district. The resolution of the problems will require facilities and resources from outside the local district. The cooperation of county, state and federal agencies, all of which at the present time have involvements with the education of the children residing in the

district, must be secured. Marin County especially has a major responsibility in assisting the Sausalito School District in finding solutions to a number of the problems which over a period of time were thrust on the local district by outside jurisdictions.

5. A deterioration in school-community communications has developed over a long period of time which contributed to the alienation of the schools to substantial segments of the communities within the district.
6. Since all children in grades 5 through 8 are housed at the Richardson Bay School, desegregation has been achieved at the middle and upper grade levels in the school district.
7. School housing in the primary units--Central-Bayside and Manzanita--seems to be inadequate.

RECOMMENDATIONS

I. A CITIZENS' ADVISORY COMMITTEE OF TWELVE TO FIFTEEN PERSONS SHOULD BE APPOINTED BY THE BOARD OF TRUSTEES TO MAKE A THOROUGH STUDY OF THE EDUCATIONAL NEEDS OF THE DISTRICT.

Areas to be examined should include:

1. Equal educational opportunities
2. Problems of de facto school segregation
3. Intergroup relations
4. School building needs, and
5. School finance

The recommendation for a citizens' advisory committee is desirable because of the fact that inter-community communication and coordination are the central considerations which will allow or disallow the development of effective educational programs for the children and youth of the school district. The committee should be representative of significant community interest in Sausalito, Marin City and the military reservation. The specific problem areas for study and assessment may be handled by sub-committees.

It is suggested that the following specific areas be considered along with others that might be raised by the committee, the Board of Trustees, or interested citizens:

1. School unification proposals and their effect upon children of the Sausalito School District.
2. Present school district sites iucluding a professional appraisal of their values and the conditions under which they

have been acquired and held

3. Prospects for the development of the Richardson Bay School site into an adequate single school, K through 8, using the concept of the "educational park"
4. In line with No. 3 above, study should be made of disposing of the Central School site and utilizing the proceeds for the development of the Richardson Bay School site.
5. Consideration should be given to the extension of compensatory programs for educationally disadvantaged pupils. The study should include an examination of the child-care center program, presently housed at Manzanita School with attention being given to the development of a parent-child pre-school education program for the entire district utilizing the Manzanita site.
6. Prospects for inter-district exchange of pupils should be investigated. A number of Marin County parents outside the Sausalito School District seem to desire inter-cultural and inter-racial educational opportunities for their children. CORE with its widespread membership in Marin County might provide leadership for encouraging and supporting such a program. The newer school facility at Manzanita School site might be utilized in such a program.

II. AN INTER-SCHOOL FACULTY COMMITTEE SHOULD MAKE A STUDY OF CURRENT SCHOOL TESTING, PUPIL CLASS ASSIGNMENT AND CURRICULUM PRACTICES WITH RECOMMENDATIONS FOR CHANGE AS APPROPRIATE. SUCH A COMMITTEE MIGHT FUNCTION AS A SUBCOMMITTEE OF THE CITIZENS' COMMITTEE.

Appendix A

LEGAL PROVISIONS

"Governing boards of school districts shall employ for positions requiring certification qualifications, only persons who possess the qualifications therefor prescribed by law. It shall be contrary to the public policy of this State for any person or persons charged, by said governing boards, with the responsibility of recommending such persons for employment by said board to refuse or to fail to do so for reasons of race, color, religious creed, or national origin of said applicants for such employment." Education Code Section 13274.

"The Legislature hereby declares that it is contrary to the interest of this State and of the people thereof for any governing board or any person or persons charged by the governing board of any school district with the responsibility of interviewing and recommending persons for employment in positions requiring certification qualifications to fail or refuse to do so for reason of the age or marital status of any applicant for such employment, except as otherwise provided in this code." Education Code Section 13277.

"The State Board of Education may, upon recommendation of the Director of Education establish in the Department of Education a commission to assist and advise local school districts in problems relating to racial, religious or other discrimination in connection with the employment of certificated employees. The commission shall also, upon request from a district, advise and assist school districts in problems involving the ethnic distribution of pupils and school attendance areas." Education Code Section 363, amended by Chapter 1799, July 17, 1963.

A resolution by the State Board of Education to amend Article 1.5 of Subchapter 8 of Chapter 1 of Title 5 of the California Administrative Code, relating to establishment of school attendance areas and school attendance practices in school districts.

Be it resolved by the State Board of Education, acting under the authority of, and implementing, Education Code Section 152, and pursuant to the Administrative Procedure Act, that:

Section 1. Article 1.5 of Subchapter 8 of Chapter 1 of Title 5 of the California Administrative Code is amended, to read:

Article 1.5. Establishment of School Attendance Areas and School Attendance Practices in School Districts

2010. State Board Policy. It is the declared policy of the State Board of Education that persons or agencies responsible for the establishment of school attendance centers or the assignment of pupils thereto shall exert all effort to avoid and eliminate segregation of children on account of race or color.

2011. Establishment of School Attendance Areas and School Attendance Practices in School Districts. For the purpose of avoiding, insofar as practicable, the establishment of attendance areas and attendance practices which in practical effect discriminate upon an ethnic basis against pupils or their families or which in practical effect tend to establish or maintain segregation on an ethnic basis, the governing board of a school district in establishing attendance areas and attendance practices in the district shall include among the factors considered the following:

(a) The ethnic composition of the residents in the immediate area of the school.

(b) The ethnic composition of the residents in the territory peripheral to the immediate area of the school.

(c) The effect on the ethnic composition of the student body of the school based upon alternate plans for establishing the attendance area or attendance practice.

(d) The effect on the ethnic composition of the student body of adjacent schools based upon alternate plans for establishing an attendance area or an attendance practice.

(e) The effect on the ethnic composition of the student body of the school and of adjacent schools of the use of transportation presently necessary and provided either by a parent or the district.

SAUSALITO SCHOOL DISTRICT

SAUSALITO, CALIFORNIA — BOX 95 — EDgewater 2-3190

Superintendent
Marcus F. Davis

TRUSTEES
Juanita Cobb
George R. Kowski
Harold L. Sleight
Stanley J. Wolfe
Jessie M. Zimmer

October 1, 1963

RECEIVED
OCT 2 1963
Consultant in
Technical Employment

Mr. Wilson C. Riles,
Division of Higher Education,
State Education Building,
721 Capitol Ave.,
Sacramento 14, Calif.

Dear Mr. Riles:

Transmitted herewith is a certified copy of Resolution No. 66 requesting the assistance of your office in helping the Sausalito School District resolve problems regarding the ethnic distribution of pupils and school attendance areas.

When our recommendation to request your services was presented to the Board, it was met with enthusiasm and anticipation. Generally, it is felt that in the interest of all concerned that your knowledge and experience in such matters will be invaluable to our District and the community as a whole.

We, in this office, will be looking forward to working with you and should there be any information you need prior to undertaking the study, please consider us at your disposal.

Sincerely,

Marcus F. Davis

DISTRICT SUPERINTENDENT

MFD:l

RESOLUTION OF THE BOARD OF TRUSTEES OF THE SAUSALITO SCHOOL DISTRICT OF MARIN COUNTY, CALIFORNIA

RESOLUTION NO. 66

RESOLUTION OF THE BOARD OF TRUSTEES OF THE SAUSALITO SCHOOL DISTRICT REQUESTING THE ADVICE AND ASSISTANCE OF THE COMMITTEE ON DISCRIMINATION IN TEACHERS EMPLOYMENT

BE IT RESOLVED that Sausalito School District of Marin County, California, pursuant to Education Code Section 363, hereby requests the advice and assistance of the COMMITTEE ON DISCRIMINATION IN TEACHERS EMPLOYMENT, of the State Department of Education, in resolving problems within said District regarding the ethnic distribution of pupils and school attendance areas.

BE IT FURTHER RESOLVED that the Clerk of this Board be and he is hereby directed to forward a certified copy hereof to the Committee on Discrimination in Teachers Employment of the State Department of Education.

PASSED AND ADOPTED at a regular meeting of the Board of Trustees of the Sausalito School District held on the 30th day of ~~September~~ October, 1963, by the following vote:

AYES: Stanley Dr./Wolfe, Mrs. Juanita Cobb, Mr. Harold Sleight, Mrs. Jessie Zimmer, Mr. George Kowski

NOES: None

ABSENT: None

George K. Kowski

PRESIDENT OF THE BOARD OF TRUSTEES OF THE SAUSALITO SCHOOL DISTRICT OF MARIN COUNTY, CALIFORNIA

ATTEST:

Jessie M. Zimmer

CLERK

C
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Y

COPY FOR MR. WILSON C. RILES, EXECUTIVE SECRETARY
COMMITTEE ON DISCRIMINATION IN TEACHERS EMPLOYMENT

COUNTY COUNSEL OF MARIN COUNTY
SUITE 335 CIVIC CENTER
SAN RAFAEL, CALIFORNIA

September 26, 1963

Board of Trustees
Sausalito School District
Post Office Box 95
Sausalito, California

Gentlemen:

Reference is made to Superintendent Davis' letter of September 5, 1963, wherein the opinion of our office is requested on the responsibilities imposed upon the Sausalito School District by virtue of the recent decision of the California Supreme Court in Jackson v. Pasadena School District 59 A.C. 905.

Although this is essentially a legal question, its resolution requires a determination of education and sociological factors. To this extent, I feel that is is necessary that we secure expert assistance and advice prior to the rendition of an opinion.

On September 25, 1963, Mr. Kowski, Mr. Davis, and I met with Mr. Wilson C. Riles, the Executive Secretary of the Committee on Discrimination in Teachers Employment of the State Departmemt of Education. In the course of the discussion, Mr. Riles indicated that he would be willing to assist the district and our office in this regard. On the basis of our discussion with Mr. Riles, I feel that he is eminently qualified to provide the advice we need amd that his assistance would expedite the achievement of a solution to this problem which would be legally sound and acceptable to the parties concerned.

Education Code, Section 363, provides that the Committee on Discrimination in Teachers Employment shall, upon request, advise and assist school districts in problems involving the ethnic distribution of pupils and school attendance areas. I therefore recommend that your Board invoke the provisions of this section, thereby authorizing Mr. Riles to provide such assistance.

If your Board concurs in this request, please adopt the enclosed resolution and forward a certified copy thereof to the

C
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State Department of Education, after which we will proceed as aforesaid.

If you have any questions or would like to discuss this matter in greater detail, please advise.

Very truly yours,

/s/ Douglas J. Maloney

DOUGLAS J. MALONEY
Assistant County Counsel

DJM:vf
Enclosure